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MCO 5710.6A
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MARINE CORPS ORDER 5710.6A

From: Commandant of the Marine Corps
To: Distribution List

Subj: USMC SECURITY COOPERATION (FORMERLY POLICY FOR MARINE
CORPS INTERNATIONAL RELATIONS (MCIR) PROGRAM)

Ref: (a) Secretary of Defense Security Cooperation Guidance
(b) Title 10, United States Code
(c) Title 22, United States Code
(d) MCO 5510.16B
(e) MCO 5510.20
(f) MCO 4900.3A
(g) SECNAVINST 4950.4A
(h) DoD Instruction 4000.19, "Interservice and
Intragovernmental Support," 9 Aug 1995

Encl (1): Glossary of Security Cooperation Terms

1. Situation

a. Overview. This Order defines Marine Corps Security Cooperation (SC) and establishes the policies and objectives associated with the planning, programming, budgeting, and execution of SC activities in order to facilitate Marine Corps support for combatant command and service-level SC activities. It also establishes the requirement for a USMC SC Strategy, SC Activities Plan, and SC Assessment.

b. Higher Headquarters. The Chairman of the Joint Chiefs of Staff (CJCS) tasks the combatant commanders, through the Joint Strategic Capabilities Plan (JSCP) and reference (a) to develop Theater Security Cooperation Plans (TSCP). The combatant commanders, in turn, rely on their service component commanders to contribute to the execution of the TSCP. Reference (a) requires the Joint Staff and the Services to review each combatant commander's TSCP; likewise, Services must coordinate their strategies with the combatant commands.

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Department of Defense (DOD), CJCS, and the combatant commanders have focused their efforts to ensure that SC activities are coordinated and effective. This Order establishes a USMC SC policy to assist the Marine Corps in maximizing its overall contribution to each theater worldwide.

c. Definition. USMC SC comprises official and unofficial relations between the Marine Corps and foreign governments, international organizations, industries, and people of other nations aimed at furthering U.S. national security interests and promoting U.S. values abroad. USMC SC also includes Marine Corps support for other U.S. Government agencies that engage in SC. USMC SC encompasses all Marine Corps interactions with foreign defense establishments, defense contractors, and defense manufacturers to advance the Marine Corps' responsibilities under references (b) and (c). Reference (b) responsibilities relate to military-to-military programs and comparable operational activities. Reference (c) responsibilities relate to military education and training, sales, and peacekeeping operations.

2. Cancellation. MCO 5710.6

3. Mission. Marine Corps organizations conducting SC activities will plan, coordinate, execute, assess and report these activities in order to synchronize efforts that support the Secretary of Defense (SecDef), combatant commanders', and CMC's SC initiatives.

4. Execution

a. Commandant's Intent

(1) The geographic Marine component commands (MarFor) will be the focus of Marine Corps SC efforts. They are the primary arbiters of USMC SC activities in their Areas of Responsibility (AOR) in support of combatant commanders' TSCP, to include those conducted by organizations external to the MarFor. All Marine organizations from outside the AOR must coordinate their activities with the MarFor to ensure efficient and synchronized efforts.

(2) SC activities should capitalize on the unique, expeditionary nature of the Marine Corps. Basing, deployments, and temporary duty routinely place Marines in a position to cooperate with partner nation military forces.

Many of these activities can be conducted at little or no additional cost with potential long-term benefits. Therefore, it is important for Marines to plan for concurrent activities and take advantage of every opportunity.

(3) To economize on personnel and funding resources, tightly focused, short duration events are ideal. They minimize the impact on the unit conducting the SC activity and they maximize value. Close coordination with the MarFor helps achieve this focus.

(4) Within the guidelines defined by reference (a) and applicable combatant commander's guidance, the Marine Corps will emphasize the following priorities:

(a) Maintain or increase access to littoral areas.

(b) Maintain and enhance existing training opportunities and develop new training opportunities for U.S. Marine Corps forces.

(c) Conduct activities with allies and other potential partners (emphasizing USMC counterpart services) to build partner capacity, increase understanding, assist in transformation efforts, support greater interoperability with U.S. forces, and accurately communicate U.S. objectives and intent.

b. Concept of Operations

(1) USMC SC Process. The USMC SC process has three phases: planning, execution, and assessment.

(a) Planning Phase. SC planning is a continuous and cyclical process that draws from and produces several important documents. All SC organizations use reference (a) as the capstone guidance for producing TSCPs and strategies. Additionally, SC planners consider U.S. Embassy Mission Performance Plans (MPP), Security Assistance Office (SAO) country plans, and other resources when crafting TSCPs and strategies. Several forums facilitate this planning to include Regional Working Groups (RWG), SC conferences, Training Program Management Reviews (TPMR), Security Assistance Reviews (SAR), and others.

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(b) Execution Phase. Marines execute SC events in a number of different ways depending upon the initiator of the event. Most often, combatant commands initiate SC activities through either their SAO or their Operations or Planning Directorates (J-3 or J-5). Additionally, MarFors or HQMC may initiate events such as counterpart visits, VIP events, orientation tours, mobile training teams (MTT), etc. Combatant commanders and MarFors have several mechanisms with which to execute these events including Security Assistance (SA), Combatant Commander Initiatives (CCI), Joint Contact Team Program (JCTP), Joint Combined Exercise Training Program (JCET), and others.

(c) Assessment Phase. Reference (a) requires annual assessments of combatant command and Service SC activities. HQMC consolidates all MarFor, HQMC, and supporting establishment assessments for submission to the Joint Staff as a consolidated Service assessment annually.

(2) USMC SC Products

(a) MCO 5710.6A. This Order establishes the overarching policy guidance and defines roles and responsibilities for SC in the Marine Corps.

(b) USMC SC Strategy. CMC annually publishes the USMC SC Strategy. It contains CMC's vision for the mid- and long-term and refines the broad guidance contained in this Order. It focuses the efforts of HQMC and the supporting establishment to implement the SCG in support of the combatant command and MarFor TSCPs.

(c) USMC SC Assessment. During the first quarter of each fiscal year (FY), DC, PP&O (PL) publishes the USMC SC Assessment for the previous FY that consolidates all MarFor, HQMC, and supporting establishment assessments for submission to the Joint Staff as a consolidated Service assessment.

(d) TSCPs and other USMC organizations' SC plans. Each combatant command and MarFor (as required) produces a TSCP. All USMC organizations that engage in SC will develop command specific plans that augment and support the USMC SC Strategy.

(3) Major USMC SC Organizations

(a) International Issues Branch (PLU), Strategy and Plans Division (PL), PP&O is staffed with regional political-military experts and facilitates all USMC SC efforts by drafting policy, rendering opinions, and providing expertise to the supporting establishment, operating forces, and combatant commands.

(b) Marine Corps Systems Command (International Programs) (MCSC(IP)) executes all Foreign Military Sales (FMS) of systems and logistics, international procurement matters, international cooperative programs, and facilitates all exercises involving international forces operating with the USMC or utilizing USMC facilities.

(c) Security Cooperation Education and Training Center (SCETC), Training and Education Command (TECOM) manages and coordinates Marine Corps education and training programs in support of U.S. SC efforts. SCETC executes three primary functions: plan, coordinate, administer, and track all CONUS-based Marine Corps education and training programs for international students; plan, prepare for deployment, sustain, and redeploy SC teams to execute OCONUS missions not executed by Marine components; and, provide a link to governmental and non-governmental organizations in support of USMC efforts in humanitarian operations.

(d) Intelligence Department, HQMC manages the International Visits Program (IVP) per reference (d) and maintains liaison with foreign attaches accredited to the Department of State in the U.S.

(4) SC Authorities. The authority to conduct SC activities spans the breadth of legal and presidential directives afforded by the Executive and Legislative branches of the U.S. Government. All Marine Corps organizations conducting SC must know under which authority they are operating because the constraints and limitations imposed by those authorities dictate the range of permissible action. References (b) and (c) below apply:

(a) Reference (b) (Title 10 United States Code). In general, SC activities conducted under the authorities of Title 10 are planned, coordinated and executed through the operational chain of command (i.e., from the combatant commander to the Joint Staff to the Services.)

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(b) Reference (c) (Title 22 United States Code). SC activities conducted under the authorities of Title 22, more commonly known as Security Assistance, are planned, coordinated, and executed via direct communication from the SAO or foreign Ministry of Defense to the service headquarters via the Navy International Programs Office (NIPO) in coordination with the combatant commander. The Defense Security Cooperation Agency (DSCA) provides an oversight role. While the U.S. Department of State (DoS) receives all the funding for Title 22, DoD is responsible for administering and executing specific programs: Foreign Military Sales (FMS), Foreign Military Financing (FMF), and International Military Education and Training (IMET). SC activities using any of these programs are authorized by, and must conform to, the parameters of reference (c). Additionally, DSCA implements and administers some programs authorized by Title 10 by using Title 22 procedures such as the Regional Defense Counter Terrorism Fellowship (RDCTF) Program.

c. Tasks

(1) Regional Marine Component Commanders

(a) Maintain oversight of and, where applicable, manage USMC SC activities in the AOR.

(b) Validate all SC activities in the AOR for supportability, acceptability, and feasibility.

(c) Ensure USMC SC activities support a strategic premise in DOD, combatant command, USMC, or local TSCPs.

(d) Provide SC products and report SC activities to the combatant commander and DC, PP&O (PLU) as required.

(e) Support USMC SC teams executing SC activities in the AOR.

(f) Prioritize and justify USMC school requests from countries in the AOR when requested by HQMC.

(2) Marine Forces Command (MARFORCOM)

(a) Upon receipt of a SC requirement from Commander, U.S. Joint Forces Command (CDRUSJFCOM) or DC, PP&O source the request from MARFORCOM-assigned operating forces.

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(b) If unable to source from assigned forces, as the Marine Component to the Joint Force provider develop a global sourcing solution for HQMC approval.

(3) Marine Forces Pacific (MARFORPAC)

(a) In addition to the tasks outlined in paragraph 3.c.(1), fulfill the following:

(b) Upon receipt of a SC requirement from Commander, U.S. Pacific Command (CDRUSPACOM) or Commander, MARFORPAC, source the request from MARFORPAC-assigned operating forces.

(c) If unable to source from assigned forces, coordinate with COMMARFORCOM, as the Joint Force provider, who will develop a global sourcing solution for HQMC approval.

(4) Deputy Commandant, Plans, Policies, and Operations (DC, PP&O)

(a) Act as Executive Agent for USMC Security Cooperation.

(b) Formulate and promulgate USMC SC strategies and policies on behalf of the CMC.

(c) Approve International Military Student (IMS) quota allocations for Expeditionary Warfare School (EWS) during the fourth quarter of each FY.

(d) Endorse and forward for CMC approval the IMS quota allocations for Command and Staff College (CSC) during the fourth quarter of each FY.

(5) Director, Strategy and Plans Division (DC, PP&O (PL))

(a) Develop and coordinate the Marine Corps position as part of the joint review of the TSCPs.

(b) Produce or update the USMC SC Strategy each FY.

(c) Assist MarFors in capturing and reporting SC activities conducted at the service level.

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(d) Monitor, assess, and interpret international affairs policies issued by the Department of State, OSD, the Joint Staff, and other appropriate authorities.

(e) Act as HQMC staff coordinator for SC policy matters (to include Security Assistance), disclosure matters, and technology transfer matters.

(f) Manage various budgets in support of USMC SC.

(g) Review MarFor TSCPs and requests to determine consistency with DOD and USMC SC guidance and the political-military acceptability and relevance.

(h) Validate and prioritize SC requests.

(i) Prioritize quota constrained formal schools, other than CSC and EWS, for international military students on behalf of CMC.

(j) Manage the foreign liaison officer (FLNO)/ Marine Liaison Officer (MLO) Program.

(k) Manage the Foreign Personnel Exchange Officer Program (FPEP).

(l) Manage the International Affairs Officer Program (IAOP).

(m) Manage USMC disclosure policy for information categories 1-7 per reference (e).

(n) Coordinate with Director, Intelligence (Foreign Liaison Office (FLO)) on events inside the U.S. involving foreign personnel.

(6) Director, Operations Division (DC, PP&O (PO))

(a) Review USMC and MarFor SC strategies and plans.

(b) Review validated SC requests to determine any impact on current and future operations and the availability of assets to support.

(c) Execute SC requests for forces in accordance with current procedures.

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(7) Director, Security Division (DC, PP&O (PS))

(a) Review USMC and MarFor SC strategy and plans.

(b) Conduct policy validation on requests concerning PS Division's programs and activities.

(8) Deputy Commandant, Combat Development and Integration (DC, CDI)

(a) Provide combat development expertise for SC initiatives and activities.

(b) As required, assume duties as supporting commander for SC teams deploying under a CMC deployment order.

(9) Commanding General, Training and Education Command (CG, TECOM)

(a) Plan, coordinate, administer, manage, and track all CONUS-based Marine Corps sponsored or provided education and training for international students.

(b) Plan, prepare for deployment, sustain, and redeploy security cooperation teams executing OCONUS missions not executed by MarFors.

(c) Manage Marine Corps participation in the Foreign Professional Military Education (FPME) and Olmsted Scholar Programs.

(d) Provide a link to governmental and non-governmental organizations in support of Marine Corps efforts in humanitarian assistance operations.

(e) Execute SA training and education programs per references (f) and (g).

(f) Assume duties as Marine Corps lead for the supporting establishment's military-to-military activities in support of section 168 of reference (b).

(10) Deputy Commandant, Manpower and Reserve Affairs (DC, M&RA). Manage and execute the global sourcing of Service capabilities in support of approved SC events.

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(11) Commanding General, Marine Corps Systems Command
(CG, MCSC)

(a) Manage the USMC FMS of weapons, equipment, logistics, and exercises.

(b) Administer the Foreign Comparative Testing (FCT), Defense Cooperation in Armaments (DCA), and Defense Acquisition Challenge (DAC) programs.

(c) Function as approval authority for End User Certificates.

(d) Manage contractor training in support of equipment/logistics FMS cases.

(e) Responsible for sourcing all foreign procured equipment per Department of the Navy (DoN) procurement policy.

(f) Develop and execute technology transfer programs.

(12) Director of Intelligence (DIR, INTEL)

(a) Support SC activities with appropriate intelligence products as required.

(b) Manage USMC disclosure policy for information category 8 per reference (d).

(c) Serve as Executive Agent for IVP.

(d) Coordinate U.S. sponsored events inside the U.S. involving international personnel with DC, PP&O (PL).

(e) Manage the Service-level Foreign Liaison Office (FLO).

(13) Staff Judge Advocate to CMC (JAO)

(a) Maintain cognizance over competing and complimentary legislative authorities for SC, specifically, references (b) and (c).

(b) Provide legal support for international agreements.

(c) Provide legal review of SC requests and deployment orders to ensure consistency with existing law.

(d) Provide advice on legal aspects of USMC SC policies and orders.

(14) Political Advisor to CMC (POLAD). Provide advice on foreign policy aspects of USMC strategy, plans, policies, and activities.

(15) Commanders of Marine Corps Supporting Establishment

(a) Support the USMC SC strategy and assessment as required.

(b) Develop internal SC plans to support SC activities and programs with international partners.

d. Coordinating Instructions

(1) All HQMC staff agencies and the Marine Corps supporting establishment will notify the appropriate MarFor of any planned or ongoing SC activities involving nations in the MarFor AOR, to include visits by senior Marine Corps officers.

(2) Foreign Visits and Orientation Tours. Reference (d) describes policies and procedures for foreign visitors to USMC activities. The requesting agency is responsible for all coordination required to facilitate foreign visits and orientation tours. For orientation tours conducted in accordance with reference (g), the requesting activity must also coordinate with SCETC to ensure proper costing and accounting of SA funds.

(3) Information sharing and dialog with foreign officials are important parts of SC. However, Marines engaged in SC activities must protect Classified Military Information (CMI) and Controlled Unclassified Information (CUI) in accordance with references (d) and (e).

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5. Administration and Logistics

a. Resource Allocation

(1) Currently, there is no direct linkage between the military value of a planned SC activity and the allocation of Operations and Maintenance (O&M) funds for the activity. HQMC generally allocates O&M funds to the MarFor in a block without direct linkage to a single exercise or activity. Therefore, it is the responsibility of the MarFor to allocate resources based on the SC value of an activity in addition to the other criteria MarFors apply in resource allocation.

(2) MarFors may indirectly influence O&M allocation through the deliberations of the Program Objective Memorandum (POM) Working Group (PWG). At HQMC, DC, PP&O (PO) Operations Division has a voting member on the PWG who can serve as an advocate for funding of specific programs.

(3) Traditional support arrangements required by the Service supporting establishment for non-operational related training should fall under the provisions of reference (h).

b. Reporting

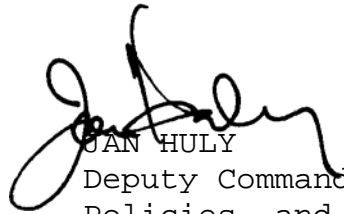
(1) Any Marine Corps event could have a SC aspect and reporting such events will ensure that service-level SC activities are reflected in the MarFor's SC reporting. The MarFor serves as the link between the Marine Corps and the combatant commander, providing information on Marine Corps activities that contribute to combatant commander's SC objectives and, conversely, informing the CMC of the combatant commander's requirements for forces, resources, and capabilities.

(2) DC PP&O shall require reporting of all SC activities in order to fulfill its policy oversight role and to better serve as the USMC SC integrator and resource advocate.

(3) The USMC SC Strategy provides points of contact for HQMC staff agencies and supporting establishments to report planned and ongoing SC activities and programs to the responsible MarFor and HQMC.

6. Command and Signal

- a. Signal. This Order is effective the date signed.
- b. Command. This Order is applicable to the Marine Corps Total Force.



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GLOSSARY OF SECURITY COOPERATION TERMS

Combatant Commander Initiatives (CCI). Under the authority of 10 U.S.C. 166a the Chairman of the Joint Chiefs of Staff may provide funds to the combatant commanders to deploy Department of Defense personnel in a temporary duty status to foreign countries to provide military education and training to military and related civilian personnel of that country. These funds may also be utilized for force training, contingencies, selected operations, command and control, joint exercises (including activities of participating foreign countries), humanitarian and civil assistance, personnel expenses of defense personnel for bilateral or regional cooperation programs, and force protection.

Combined / Multinational Education. Activities involving the education of foreign defense and military personnel by U.S. institutions and programs both in CONUS and overseas. This is a core mission for DoD Centers for Regional Security Studies.

Combined / Multinational Exercises. CJCS, combatant commander, and service chief sponsored exercises with foreign militaries, both in CONUS and overseas, across the full spectrum of military operations.

Combined / Multinational Training. Scheduled unit and individual training activities with foreign militaries that do not fall under the Multinational exercise category. Foreign Internal Defense (FID) and Joint Combined Exercise Training for U.S. Special Operations Forces are examples of Multinational Training.

Combined / Multinational Transformation. Activities such as experimentation and exercises that support bilateral and multilateral transformation, and improve interoperability and critical operational capabilities (e.g. intelligence sharing, global and regional power projection, command and control)

Defense and Military Contacts. Senior defense official and senior officer visits, ship port visits, participation in defense shows and demonstrations, bilateral and multilateral exchanges and staff talks, regional conferences, National Guard State Partnership program, and personnel and unit exchange programs.

GLOSSARY OF SECURITY COOPERATION TERMS

Humanitarian Assistance. Donation and transportation of non-lethal excess property and relief supplies, assistance to host nation's disease prevention programs, military assistance to civilian authorities for disaster preparedness and response training in landmine and unexploded ordnance risk awareness and de-mining clearance techniques, civic assistance projects in conjunction with exercises and operations.

International Armaments Cooperation. Cooperative research, development, test, and evaluation of defense technologies, systems or equipment; joint production and follow on support of defense articles or equipment; test and/or procurement of foreign equipment, technology, or logistics support.

Joint Combined Exchange Training (JCET). Under the authority of 10 U.S.C. 2011 the Commander, Special Operations Command may authorize special operations forces to deploy to a friendly foreign country to train Armed Forces and other security forces of that country as long as the primary purpose of the training is the training of the U.S. Special Operations Forces.

Mission Performance Plan (MPP). Written by U.S. embassies overseas; the single planning document within the U.S. Government that defines U.S. national interests in foreign countries and coordinates performance measurement in these countries among U.S. Government agencies.

Program Management Review (PMR). See Security Assistance Review (SAR)

Security Assistance. A set of U.S. Department of State programs authorized by the Arms Export Control Act and the Foreign Assistance Act which include Foreign Military Sales (FMS), Foreign Military Financing (FMF), International Military Education and Training (IMET), Direct Commercial Sales (DCS), Economic Support Fund (ESF), and Peacekeeping Operations (PKO). DoD administers the first three programs while DoS administers the latter three.

Security Assistance Review (SAR). A periodic conference between customer countries and Department of the Navy SA Program Managers to provide a comprehensive review of the country's current and potential SA programs.

GLOSSARY OF SECURITY COOPERATION TERMSSecurity Cooperation Education and Training Teams

(a) Extended Training Service Specialist (ETSS). DoD military and civilian personnel normally deployed in a PCS status who are technically qualified to provide advice, instruction, and training in the installation, operation, and maintenance of weapons, equipment, and systems. Personnel are assigned to an ETSS under one of the security assistance authorities in Title 22 U.S.C.

(b) Contract Field Services (CFS). Civilian personnel under contract from private industry who perform the same functions as ETSSs.

(c) Mobile Training Team (MTT). DOD or contract personnel on temporary duty for the purpose of training foreign personnel in the operation, maintenance, or support of weapon systems and support equipment or for specific training requirements that are beyond in-country U.S. resources. MTTs can deploy under either security assistance authorities in Title 22 U.S.C. or under one of the Title 10 U.S.C. programs.

(d) Mobile Education Teams (MET). DOD or contract personnel that provide training developed primarily in response to the Expanded-IMET program (22 U.S.C. 2347) in a seminar and/or educational forum.

(e) Technical Assistance Field Team (TAFT). TAFTs are DoD personnel deployed in a PCS status under one of the security assistance authorities in Title 22 U.S.C. for the purpose of providing in-country technical or maintenance support to foreign personnel on specific equipment, technology, weapons, and supporting systems when MTTs and ETSSs are not appropriate for the purpose. TAFTs are Security Assistance services, but are not considered training.

(f) Technical Assistance Team (TAT). TATs are DoD or contractor personnel deployed in a TDY status to place into operation, maintain, or repair equipment provided under one of the security assistance authorities in Title 22 U.S.C. TATs are Security Assistance services, but are not considered training and are not provided under IMET, except in the case of the installation of English language laboratories.

GLOSSARY OF SECURITY COOPERATION TERMS

Theater Security Cooperation Plan (TSCP). Provides regional objectives, regional and select country guidance, and directions for furthering U.S. interests in the area of responsibility.

Training Program Management Review (TPMR). An annual conference hosted by each combatant command focused on individual country SA training programs. The target audience is the Security Assistance Office (SAO) with the military departments providing input and execution of country team intent.